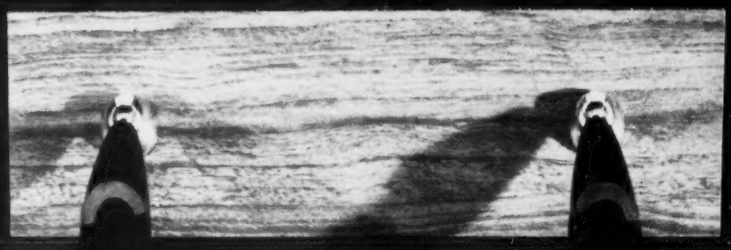
THE SOCIAL AND REHABILITATION
Record

Enforcing Child Support • State News • WIN Progress Report • Title XX • Publications and Films

Social and Rehabilitation Service
UNITED STATES DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Volume 2/Number 5/June 1975



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
SOCIAL AND REHABILITATION SERVICE
WASHINGTON, D.C. 20201

OFFICE OF THE ADMINISTRATOR

MEMORANDUM FOR: The Social and Rehabilitation Record Readers

SUBJECT: Change in Content

As many of you know, the Rehabilitation Services Administration was recently moved from the Social and Rehabilitation Service to the Office of Human Development in the Office of the Secretary, HEW.

This has dictated some changes in content for The Record. Future issues will contain fewer articles on purely vocational rehabilitation subjects. Conversely, future issues will give more emphasis to articles related to Income Maintenance; WIN; child welfare; Medicaid, including EPSDT and nursing homes; social services (Title XX), including services for the elderly and disabled, families and children, especially child day care; and the new child support program. We will also give attention to research results, effective practices, program planning, and management in the above fields.

We plan other changes from time to time to make the magazine more useful to you, its readers. We want to emphasize that we seek articles from readers on subjects of concern to SRS programs. Please query the editor first and tell him what you have in mind.

We are also interested in hearing from you about what you would like to see in The Record. In that way, we can develop a magazine of maximum value to you and to the programs with which we are all concerned.

John A. Svahn
Acting Administrator

THE SOCIAL AND REHABILITATION
Record

Volume 2, Number 5 June 1975

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U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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Manuscripts and article suggestions are welcome. Write: Editor, THE SOCIAL & REHABILITATION RECORD, Rm. 5327 MES Building, SRS/HEW, Washington, D.C. 20201, or call (202) 245-2196.

Income maintenance manuals developed by Missouri and Ohio

Two States, Missouri and Ohio, have developed manuals to assist supervisors in carrying out their responsibilities in the administration of income maintenance programs.

Missouri's manual defines the total Assistance Payments program and includes three essential supervisory components: defining performance expectations, enabling workers to meet expectations, and measuring performance against expectations. The manual is expected to help achieve the agency's goals of systematic simplification of the supervisor's responsibilities, a clear definition of what is expected of the workers, and fair and objective evaluations of the workers.

The manual developed by Ohio provides knowledge about new eligibility requirements for income maintenance programs. It provides information as to the proper maintenance of case records, the interrelationships of income maintenance and social services, and the importance of a correct determination of eligibility and grant computation. This manual will enable all personnel concerned to become more knowledgeable of the public welfare policies and procedures, and it is expected that a reduction in errors will result.

Ohio AFL-CIO urges cooperation with welfare dept.

The State office of the Ohio AFL-CIO has offered to encourage local and international unions to cooperate with welfare departments by providing space in union halls to assist county departments in keeping up to date on applications for Aid to Dependent Children (ADC) and Food Stamps.

Some counties have already made use of the facilities to set up outreach programs. It has been made clear that services at these locations will be available to all applicants.

While part of the problem has been lack of staff, many counties have no available space in which to place additional employees.

Conn. food stamp promotion increased

Federal Judge M. Joseph Blumenfeld has approved a Connecticut Welfare Department plan to streamline food stamp procedures and insure maximum participation by low income residents.

Action was taken by the State in response to the Judge's order to increase promotion of the program and to seek out poor persons in need of food at reduced rates.

Connecticut's "Outreach" program, which is designed to get food stamp recipients through advertising and door-to-door canvassing is being increased. In addition, the State has hired a full-time food stamp director and 30 employees to process stamp applications.

The State, however, is appealing part of the Judge's order—that which requires the welfare department to take telephone interviews from food stamp applicants unable to appear in person because of personal hardships. It is felt that telephone interviews would result in numerous fraudulent claims for food stamp benefits.

Strict standards for prepaid health plans

Stringent standards for prepaid health plans serving Medicaid patients are included in final regulations issued by HEW Secretary Caspar W. Weinberger.

"In setting standards for quality of care, cost control, consumer protection, and marketing practices, these final regulations are more specific than the regulations proposed in June 1974," Secretary Weinberger said. "I am confident that strict enforcement of the regulations will prevent the alleged abuses in some prepaid health plans that have sought to take advantage of Medicaid funds."

The proposed regulations required State agencies to establish systems to approve the marketing plans and procedures used by prepaid health plans to enroll eligible recipients. The final regulations specifically forbid a prepaid health plan to engage in marketing practices that would mislead, misinform, confuse or defraud recipients or State agencies. Medicaid patients, for example, may not be told that they must enroll or lose Medicaid coverage.

The final regulations also require State agencies to audit each prepaid health plan at least once a year to assure quality and accessibility of health care to Medicaid enrollees. The regulations further require State agencies to document the basis for computation of premium rates or subscription charges.

"While the Department is tightening standards for prepaid health plans," the Secretary added, "it continues to support such arrangements as an efficient method of providing high quality cost-effective health care to Medicaid patients and the population at large."

Self-Support for Welfare Recipients

Work Incentives--A Progress Report

The following article was extracted from the "WIN Fifth Annual Report to Congress, Covering July 1, 1973-June 30, 1974," prepared jointly by the U.S. Department of Labor and the U.S. Department of Health, Education, and Welfare.

The Work Incentive (WIN) Program was authorized by the 1967 amendments to the Social Security Act, part C, Title IV. WIN was an outgrowth of several earlier efforts to introduce the concept of occupational rehabilitation as a solution to the growing numbers of welfare recipients.

The program was designed to provide the services and opportunities necessary to assist recipients of Aid to Families with Dependent Children (AFDC) to shift from welfare dependency to self-support through stable employment. The Department of Health, Education, and Welfare and the Department of Labor jointly administer the WIN program. In most States (and in Puerto Rico, Guam, the Virgin Islands, and the District of Columbia), the State employment service is the prime manpower sponsor for WIN.

In December 1971, Congress enacted amendments to title IV of the Social Security Act to provide for improvements to the Work Incentive Program. These changes were designed to correct shortcomings identified during the first 4 years of the program's operation. The major thrust of these changes were (1) to redirect the program's focus toward employment and away from training; (2) to require that at least one-third of all manpower funds be expended for on-the-job training and public service employment; and (3) to require the mandatory registration of AFDC applicants, unless these applicants are specifically exempted. The revised program became identified as WIN II.

To meet these aims, the amendments provided for considerable structural change in the program. The Federal contribution for both manpower and social services was increased to 90 percent; State welfare agencies were required to establish separate administrative units (SAU's) to provide WIN social services; and 50 percent of the Department of Labor funds were to be allocated through a formula based on the average number of AFDC registrants in January.

In each State, welfare agencies were required to certify that 15 percent of the number of mandatory registrants were provided the social services needed for participation in employment or training. State manpower and social service agencies were to jointly develop statewide operational plans, a National Coordination Committee was to be established by the Secretary of Labor and the Secretary of Health, Education, and Welfare, and the Department of Labor was to assume responsibility for the payment to WIN participants of training-related expenses.

An additional change was also provided by the Revenue Act of 1971, enacted December 10, 1971. This law, which became effective January 1, 1972, provided a tax credit to employers who hired WIN registrants.

In January 1972, the Department of Labor and the Department of Health, Education, and Welfare acted to implement the Social Security Act amendments. By July 1, 1972, all necessary preparatory activity had been accomplished and the new WIN program, WIN II, was begun. During fiscal year 1973, WIN II program operations were redirected toward increased registration of AFDC recipients, increased enrollments, and on emphasizing the location of immediate job opportunities. During fiscal year 1974, this new direction continued.

Who is eligible for WIN?

As a condition of eligibility for AFDC under title IV of the Social Security Act, all individuals must register for WIN, unless that individual is:

(1) a child who is under age 16 or attending school full time;

(2) a person who is ill, incapacitated, or of advanced age;

(3) a person so remote from a WIN project that his effective participation is precluded;

(4) a person whose presence in the home is required because of illness or incapacity of another member of the household;

(5) a mother or other relative of a child under the age of 6 who is caring for the child; or

(6) the mother or other female caretaker of a child, if the father or another adult male relative is in the home. . .

Emphasis for 1974

The primary emphasis for fiscal year 1974 was to place the maximum number of participants into self-supporting employment. Approximately 177,000 WIN participants were placed into unsubsidized employment, an increase of 30 percent over fiscal year 1973. The number who were placed into jobs without passing though training increased to 120,000, a 58 percent increase. Enrollments in the PSE and OJT components increased by 232 percent and 75 percent respectively, over fiscal year 1973.

The redirection of the WIN program is also illustrated by the changing outputs of OJT and PSE and the training components. The training components, which include skill training, classroom training, and work experience, decreased 22 percent or 46,500 participants from fiscal 1973 to fiscal 1974. OJT and PSE combined increased 96 percent or 26,800 participants.

There was also a 58 percent increase in direct job entries between fiscal years 1973 and 1974.

WIN Employment, Fiscal Years 1973-74

	FY 1973	FY 1974	Change Number	Change Percent
Total Unsubsidized Job Entries	136,783	177,271	+40,488	+ 30
Direct (without training)	75,771	199,834	+44,063	+ 58
Indirect (with training)	61,012	57,437	− 3,575	− 6
On-the-job Training	24,099	42,154	+18,055	+ 75
Public Service Employment	3,797	12,625	+ 8,828	+232

Quality of jobs

Two major criteria can be used to measure the quality of WIN jobs:

First is completed job entries (*i.e.*, those persons completing a 90-day period on the job); second is the wages generated by the job holders. To a lesser extent, the type of jobs obtained suggests the quality of the placement. In fiscal year 1974, approximately 118,500 job holders continued employment for a 90-day period, an increase of 81 percent over the fiscal 1973 period.

The second index, wages generated, provides the final input to determining the amount of welfare grants reduced by the welfare agency. Over twice as many men as women were able to achieve a wage rate which could significantly affect their welfare grant. That is, 72 percent of the men and 34 percent of the women were paid $2.20 or more per hour.

Who registers?

All AFDC recipients who are not explicitly exempted are required to register for the WIN program. The group of mandatory registrants provides the basic population served by WIN. In addition to these mandatory registrants, other AFDC recipients exempt from the registration requirement may volunteer for WIN. The number of registrants in this "registrant pool" increased to 1,811,446 during fiscal year 1974, from 1,324,876 in fiscal year 1973. Of this group, 820,126 were new registrants who came into the WIN program during the fiscal year.

WIN registrants

Volunteers comprise approximately one-quarter of WIN registrants. As program registrants move into participant and job entry status, the proportion of volunteers increases slightly. Of those who complete job entry and are subsequently deregistered, volunteers again comprise about 25 percent. These proportions are surprising, considering that volunteers who obtained employment had to overcome the conditions which made them exempt from the registration requirement.

However, program results indicate that the voluntary registrants are willing to take jobs and are successful at holding them despite being burdened with situations which initially exempted them from the program.

Employment emphasized

Following congressional intent, the WIN program emphasized employment rather than training during fiscal year 1974. This emphasis is shown in the increased number of registrants who entered unsubsidized jobs without training. Program emphasis was also placed on enrollment in on-the-job training and public service employment components. Enrollment in these components almost doubled between fiscal years 1973 and 1974 to a total of 54,779 enrollments. Most of the participants in these employment components were employed in on-the-job training for which the cost per enrollee is lower than subsidized public service employment.

The number of WIN participants who entered jobs in fiscal year 1974 increased appreciably over fiscal year 1973. The most dramatic increases occurred in the proportion of WIN participants who received jobs after participating in on-the-job training and public service employment. The number of WIN participants who received jobs after participating in such components as work experience and classroom instruction decreased appreciably.

Employment OJT and PSE, Fiscal Years 1973-74 (Numbers include carry-in from previous fiscal years)

	FY 1973	FY 1974	Change Number	Change Percent
Total OJT/PSE	27,896	54,779	+26,883	+ 96
On-the-job Training	24,099	42,154	+18,055	+ 75
Public Service Employment	3,797	12,625	+ 8,828	+232

Child care and other services

During the early years of the WIN program, lack of adequate child care was often cited as a major obstacle in meeting program goals. As the WIN program has progressed, the provision of more and more adequate child care has contributed to improved program results. Agencies have continued to emphasize improved coordination between social service agencies and the employment and training needs of participants. In many States, welfare and manpower staff have collocated at the local level, which has contributed to this progress.

In addition to child care, the 1971 amendments to the Social Security Act authorized other supportive services to all WIN registrants who need them to accept work or training. States provide 10 percent of the total project cost and the Federal Government provides the remaining 90 percent. The types of such services that were provided in fiscal year 1974 to WIN participants are shown in the following preliminary data:

Services	Number of Participants Receiving Services
Family Planning	42,746
Medical Examination	45,468
Homemaker Services	4,458
Home Management Services	64,864
Housing Improvement	20,102
Transportation	30,972
Remedial Medical	27,632
Vocational Rehabilitation	16,841

Joint efforts

Successful results for WIN depend heavily on smooth joint program administration by the Department of Labor and the Department of Health, Education, and Welfare on all levels: national, regional, and local. Appraisal interviews are jointly conducted by staff of the State manpower and welfare agencies to ascertain what manpower and supportive services are needed.

Continued on p. 32.

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Locate Runaway Parents

Enforcing Child Support

In January this year, the Congress added to title IV of the Social Security Act a part D—Child Support and Establishment of Paternity. The purpose of title IV-D is to enforce the support obligations owed by absent parents to their children, to locate absent parents, establish paternity, and obtain child support. Secretary Caspar W. Weinberger designated the Administrator, Social and Rehabilitation Service, to head a separate organizational unit, as required by the law, to administer the new program. To find out what this new law is all about, the RECORD talked with Mr. John A. Svahn, Acting Administrator of SRS.

QUESTION: Who benefits the most from this law, the children, the parents, or the taxpayer?

MR. SVAHN: The emphasis is on children. An important aspect of the program is that it applies not only to recipients of public assistance but to any individual who needs help in obtaining child support payments. Therefore the children of both welfare and nonwelfare families will benefit. The taxpayer also stands to benefit because there will be less need for public assistance as we obtain child support contributions from parents who have left their families. We also hope that the program will keep some families together by removing any financial incentive for a family breakup that might otherwise exist.

QUESTION: So someone who's not on welfare can benefit from this law?

MR. SVAHN: Most definitely. The law specifically requires the States to make all of their paternity and child support services available to any individual upon application. The State may charge an application fee for this service for individuals who are not on public assistance but it is available to anyone who needs it.

QUESTION: Will fees be on a sliding scale?

MR. SVAHN: Under our regulations, the States have the option of charging either a small flat fee or using a sliding fee schedule; however, the States may provide the services for free if they so desire.

QUESTION: Now, suppose I am a parent with a couple of children to support. What should I do to locate the missing parent?

MR. SVAHN: Well, you have a couple of options. You could secure the services of an attorney to help you obtain child support payments. The other option is to seek the assistance of the State or local child support agency. All States are required to have such an agency in place by July 1, this year.

QUESTION: Will the State's child support agency be part of its welfare agency?

MR. SVAHN: It could be. The new law permits States to locate the child support agency either within the existing welfare agency as a separate organizational unit, to place the unit in some other agency, or to create an entirely new department to handle child support functions. We anticipate that the majority of the States will place the child support unit within the existing welfare agency.

QUESTION: Let's say that I've found the right place. What kind of information do I have to supply?

MR. SVAHN: In order to facilitate the process of obtaining child support payments, you would be expected to provide what information you had as to the absent parent's location and his financial ability to provide support.

QUESTION: Suppose I give you all the information I have but I don't have an address and I'm not even certain what State he's in. How do you go about locating someone like that?

MR. SVAHN: Normally, the child support agency of the State you live in would check with such local sources as past employers, the United States Postal Service, and any other likely sources. It could also check with various departments at the State level which maintain unemployment records or motor vehicle records. If the State is unsuccessful in its attempts to locate the absent parent, it comes to the Federal Parent Locator Service which HEW is required to operate under the new law. The Federal Parent Locator Service will facilitate exchange of information as to the last known address and the most recent place of employment between the State and various departments of the Federal Government.

QUESTION: Where does the Federal Locator System get its information on missing parents?

MR. SVAHN: Primarily from Federal records. Through the Parent Locator Service, the law requires us to furnish to authorized persons information obtained from any HEW files and from any other department or agency of the Federal Government.

QUESTION: Who are authorized persons?

MR. SVAHN: The law limits "authorized persons" to mean three kinds of people: first, State officials who have the duty under the State's plan to recover amounts owed as child support; second, courts who have authority to issue an order against an absent parent for child support; and third, parents, legal guardians, attorneys, or agents of children.

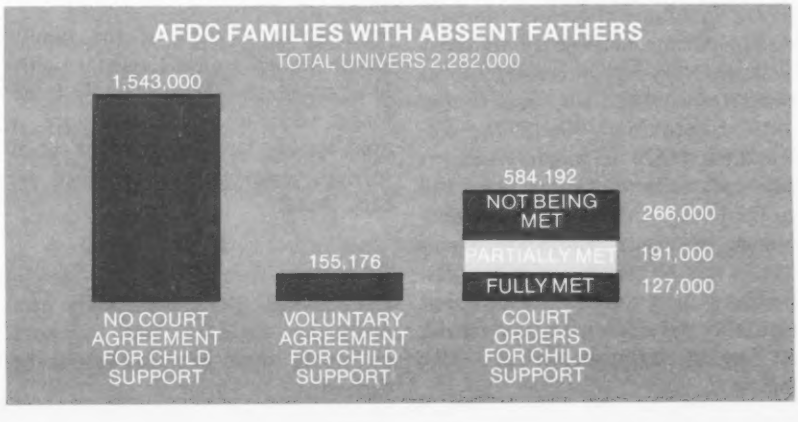
QUESTION: With all this information being passed back and forth, isn't there a danger of invasion of privacy?

MR. SVAHN: Several safeguards are established under the regulations implementing the Federal Parent Locator Service. First, the head of the State child support agency would be required to state in writing that the information is being requested solely for the purpose of locating an absent parent in order to enforce an obligation to provide child support. Second, we require that provision be made for the safekeeping of any information provided to the State by the Federal Parent Locator Service. Finally, our regulations require that the information be maintained as confidential.

QUESTION: Suppose an absent parent is located. How do you collect support payments?

MR. SVAHN: That depends largely on the procedures utilized by the particular State or local government agency handling the case. Enforcement of child support obligations is mostly a matter of State law and there are a number of remedies available to enforce the obligation. One notable remedy is the garnishment of wages. If an individual refuses to comply with a court order for child support, under the law of many States an order of garnishment could be obtained requiring that the obligation be satisfied from the individual's wages.

A significant aspect of the new Federal law is that for the first time Federal employees wages will be subject to garnishment for the purpose of enforcing child support and alimony obligations.



As a last resort, the Secretary of HEW can certify a case to the Secretary of the Treasury and the delinquent amount will be collected from the absent parent just as though it were a tax owed to the government.

QUESTION: In the case of a child born out of wedlock, how do you know you've got the right man?

MR. SVAHN: The law requires States to set up programs for establishing paternity in such cases and they couldn't, of course, collect support payments until paternity was legally proven.

QUESTION: Does this money for support payments go to the State or does it go directly to the parent who lives with the children?

MR. SVAHN: Families not receiving welfare assistance would get all payments except for costs incurred by the State in making the collection. AFDC families will get only the support payments not needed to repay assistance payments received in the past. However, the law requires that until September 30, 1976, approximately $20 of monthly support payments collected by the State will go the family without any decrease in welfare payments. The State retains any excess to reimburse it for past welfare payments. Once past assistance payments have been repaid, all support payments will go to the family.

QUESTION: Suppose, after past welfare payments have been repaid the payment from the absent parent is more than the family is getting on welfare?

MR. SVAHN: Then the family can get off the welfare rolls and that's one of the primary purposes of the statute—to help people achieve financial independence so they don't have to rely on public assistance. If the child support payment for a particular month is sufficient to make the family ineligible for public assistance then all of that payment would be paid to the family. For the next 3 months, the State may continue collecting current support and pay all of it to the family. After that, if the family wants the State to continue to collect support payments for it, the State deducts only the cost of making the collection.

QUESTION: Will child support payments disqualify a family from Medicaid or other social services?

MR. SVAHN: Only if the family leaves the welfare rolls and then only in some States. Once a family is no longer receiving public assistance, it must qualify for Medicaid and social services under rules established by each State.

QUESTION: Doesn't it really cost more to collect child support payments than benefits would be derived?

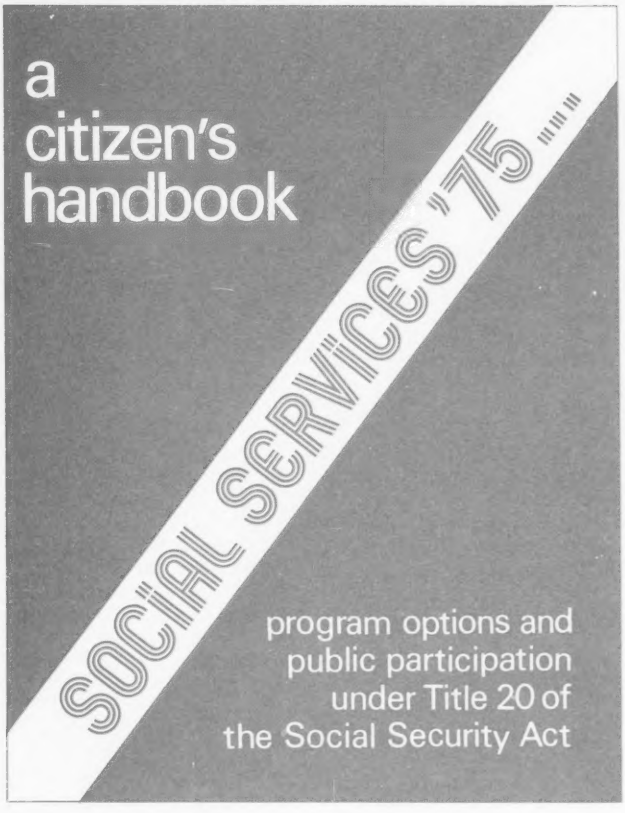
MR. SVAHN: Not at all. Several studies have been conducted which indicate that jurisdictions with effective child support programs collect payments four to five times in excess of their costs at a minimum and we anticipate that those jurisdictions which implement active child support programs will derive at least the same degree of benefits from their activities. For example, last year the State of Michigan collected over $43 million in child support and only spent about $5.3 million to do it.

QUESTION: How much money do you hope to save the taxpayer with this program?

MR. SVAHN: We won't really know until we've had more experience with the new law. Initially, we anticipate some additional net costs as a result of several of the financial provisions of the statute. However, once all of the States have fully established their child support programs and the program is operating at full level, we could save a billion dollars a year in welfare payments.

QUESTION: When does the law go into effect?

MR. SVAHN: The majority of the provisions of the new statute go into effect on July 1 of this year. The provision relating to garnishment of Federal employees wages and retirement benefits was effective upon signing of the bill January 4, 1975.



When Congress passes a law giving States unprecedented program options and giving citizens new review privileges and responsibilities, how do you get the word out to the citizens?

With a program as important as social services and a law as unique as Title XX of the Social Security Act, it was clear that scattered coverage by the news media could not be expected to do the job.

State social services agencies could be counted on to meet the law's requirements for an open planning process, publishing the State's proposed plan on or before July 2, and receiving public comment for at least 45 days thereafter. National interest groups that had participated in developing the new law could be counted on to keep their constituencies informed in areas of their special concern. But neither State agencies nor national interest groups could be considered responsible for making the overall Federal law known to the public at large. This was—and remains—a Federal responsibility.

To meet this responsibility, the Social and Rehabilitation Service decided to produce an easy-to-read, easy-to-understand booklet explaining simply and invitingly what title XX was all about. Citizen participation items would be listed in color in the table of contents so that people who wished to could turn directly to those pages, leaving until later the pages telling about new program options in regard to services, eligibility, and distribution of available resources among competing priorities. State-by-State tables would be included on Federal allotments and estimated State expenditures, and on median income levels within which States could grant eligibility for one or more services.

Social Services '75 . . . A Citizen's Handbook is the result of that decision. Text and layout were approved and the first half million booklets were received on May 29, a day ahead of the May 30 target date. Within 10 days, copies had reached such faraway places as Tok, Alaska, and before the middle of June the printers had completed delivery of 2,012,000 copies for SRS and 250,000 for the Social Security Administration (ordered by SSA for distribution to their District Offices). Latest figures from GPO indicate a cost of less than three cents per copy.

In order to achieve as broad a circulation as possible, State agencies and national interest groups were invited to help distribute the booklet. More than a million and a half were requested by States and more than 325,000 by nongovernmental organizations.

Copies of the Handbook may be obtained by writing to Publications Distribution Section, Social and Rehabilitation Service, 330 C Street, S.W., Washington, D.C. 20201.

The Administrative File

Each month the SOCIAL AND REHABILITATION RECORD will carry a listing of SRS administrative issuances for previous months. Over the course of a year, the RECORD will have presented a complete bibliography of administrative issuances for the year.

The following are the administrative issuances for the month of March 1975. (Abbreviations key: **PR**-Program Regulations; **PRG** - Program Regulations Guides; **PI**-Program Instructions; **IM**-Information Memoranda; **FSI**-Field Staff Information and Instruction Series; **AO**-Administrator's Office; **MSA**-Medical Services Administration; **APA**-Assistance Payments Administration; **CSA**-Community Services Administration; **NCSS**-National Center for Social Statistics.

When ordering reports, please specify the appropriate room number for the particular report: For NCSS reports, room 2620; AO reports, room G115B; APA reports, room 1232E; MSA reports, room 4094; and CSA reports, room 2010.

Send all requests with the appropriate room number to Social and Rehabilitation Service, U.S. Department of Health, Education, and Welfare, 330 C Street S.W., Washington, D.C. 20201.

AO-IM-75-30: Residents Rights 3/4/75

AO-M-75-31: Medicaid-Quality Control (3/13/75)

AO-PR-20-7(C-12): Resource Limitations (3/19/75)

AO-IM-75-32: Inpatient Psychiatric Hospital Services under 21 (3/24/75)

AO-IM-75-33: Non-Expendable Personal Property-PA Programs (3/20/75)

APA-PI-75-16: Income Tax Withholding Allowances as Expenses of Earning Income (3/17/75)

MSA-IM-75-13: Study of Reimbursement for Physician's Services in Teaching Setting, Section 227 of P.L. 92-603 & Section 15 of P.L. 93-233 (3/4/75)

MSA-IM-75-14: Meeting of State Medicaid Dental Consultants in Washington, D.C. (3/27/75)

MSA-PI-75-12: State Letter No. 1084—Coverage under Section 1902(a) (10) of the Social Security Act, as Amended (3/3/75)

MSA-PI-75-13: Providers Claims—Certification as to Validity of Claim (3/18/75)

MSA-FSI-75-35: Seventh Annual Conference of State Medicaid Program Directors—Proposed Extended Session on Medicaid Eligibility (3/4/75)

MSA-FSI-75-36: Report on Status of State Medicaid Management FSIIS FY 75-36A (3/6/75)

MSA-FSI-75-37: Additional Fraud Information Needed for the FY 1976 Appropriations Hearings (3/12/75)

MSA-FSI-75-38: Memorandum of Agreement Regarding Provision of Medical Services to Indians and Other Native Americans (3/21/75)

MSA-FSI-75-39: EPSDT Statistical Reporting (3/21/75)

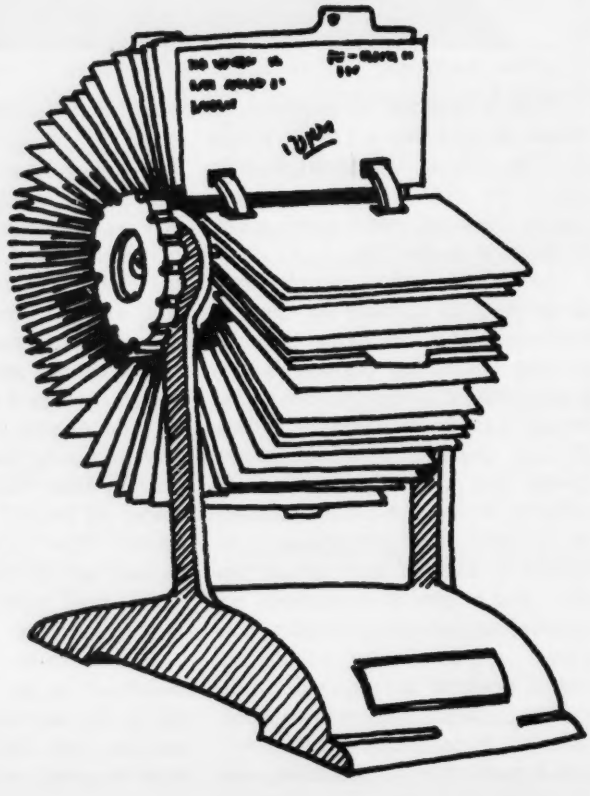
MSA-FSI-75-40: Suggestion for Limiting the Use of Medicaid Cards for Nursing Home Services (3/25/75)

MSA-FSI-75-41: Meeting of State Medicaid Dental Consultants in Washington, D.C. (3/28/75)

MSA-PRG-35: Early and Periodic Screening, Diagnosis, and Treatment of Eligible Individuals under 21 (3/31/75)

MSA-FSI-75-36A: Report on Status of State Medicaid Staffing; Clarification and Expansion of FY 75-36 (4/7/75)

NCSS-PI-75-12: Correction to Instructions Accompanying form SRS-NCSS-105, Semiannual Statistical Report on Fair Hearings in P.A. (including Medical Assistance). Refer to Program Instruction OIS-NCSS-PI-75-5 (8/9/74) (3/18/75)



SRS NEWSLETTER
Social and Rehabilitation Service

Volume 8 – No. 9 • July 15, 1975

President Awards Schutzman

Director Fred Schutzman and Secretary Weinberger

"I have just been informed by the President," says the letter from Secretary Weinberger, "that you have been selected to receive a Presidential Management Improvement Certificate."

"I am honored to receive this special recognition," said Fred Schutzman, Director of the Office of Special Initiatives. "But this is far from the achievement of one individual. Quality Control accomplishments are the results of many, many dedicated persons in the Central and Regional Offices and in the States."

Mr. Schutzman received the award on June 26, 1975 for "exceptional managerial skill and ingenuity . . . For improving the management of SRS and improving the management of public assistance nationwide."

Acting Administrator Svahn and former Administrator Dwight were present when the Secretary presented the Presidential Certificate. Mr. Svahn said he was gratified by the award because "Fred was the sparkplug that got the AFDC-QC machine off the ground."

Mr. Dwight noted that "two years ago QC was an illusory concept in welfare. But Fred made the goal of reduced errors a reality."

As director of the nationwide AFDC (Aid to Families with Dependent Children) Quality Control efforts for the past two years, Mr. Schutzman not only helped to restore integrity to the welfare program and free more funds for eligible recipients, he has also helped to provide major savings to the taxpayers.

Mr. Schutzman and his staff have

(Continued on page 7)

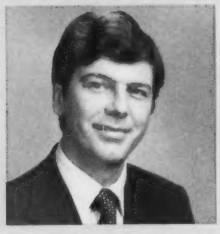
Now Is The Time For Carl Allen

Carl Allen feels that now is an ideal time to be joining MSA.

"MSA finally has all the ingredients necessary for the development of an effective, efficient program of delivering health services to the poor," said Mr. Allen as he segregated paperwork on his desk.

Recently, he was appointed head of MSA's Planning and Evaluation Branch of the Division of Program Planning and Evaluation. His job is to help the Commissioner decide what the Medicaid program should do (the planning

(Continued on page 6)



(Remarks made on "The Federal View of Child Support" by Acting Administrator Svahn before the National Conference of State Legislatures):

I want to underscore Secretary Weinberger's and my own firm commitment to the new child support enforcement program.

I also want to let you know that we are counting on State and local jurisdictions to continue their significant contributions to overall solutions to the social and financial problems of child support enforcement.

We have been faced with an Herculean task to get the program into operation in just under six months. We have been setting records in organizing and drawing together a new structure to implement the program.

There were no funds provided to do this job. But we pulled together a task force to develop regulations and procedures. In addition, we convened an advisory group of representatives from the National Council of State Welfare Administrators, the American Association for Public Welfare Attorneys, the National Reciprocal and Family Support Enforcement Association and the National District Attorney's Association. As a result of all of this activity and cooperation, we will be ready to implement the law on August 1. This is the new date set by Congress for implementation of the child support program. The earlier implementation date was July 1. The Department did not ask for the delay, but Congress felt it was necessary because a number of States have not yet amended their laws or practices to comply with the Federal regulations.

With enactment of Title IV-D, we move into a new era of child support enforcement. This represents the most significant step ever taken in this field. It is the combination of pioneering efforts by several States and localities that prove child support enforcement can work to benefit families and taxpayers alike.

Many of you are familiar with the dimensions of the welfare problem created by parents who desert their children and fail to contribute to their support.

In recent years, families affected by divorce, separation, desertion or unmarried parenthood have risen sharply. We estimate that 2.6 million of the 3.4 million AFDC families involve absent fathers. But fewer than 15 percent of the children in those families get support contributions from missing parents.

The failure to meet parental obligations places an unnecessary burden on the welfare system. We estimate that 1.3 million absent fathers may be found and pay an average of $96 per month for support of their children.

This would save taxpayers $1.3 billion in welfare payments each year. When tax money must fill such a gap, the public, as well as the children involved, have a legitimate right to demand that government make absent parents pay as much child support as possible.

The new law authorizes a national program to locate absent fathers, establish paternity and obtain financial support for children.

We recognize that the speed in enacting this program presents problems to the States. On the one hand, the States must implement the program as soon as possible, and in any event no later than January 1, 1977. On the other hand, we are aware of drastic changes needed in some State laws before the States can fully implement the program. This means special sessions of the legislatures in some States; in others, it means special action under existing laws to permit administrative actions to avoid the loss of Federal funds.

Because of such problems, an 18-month start-up period was provided under the new law. Those 18 months give you in State legislatures an opportunity to make a major contribution by clearing the way for your State agencies to implement the program at the earliest possible time.

Before January 1, 1977, our only remedy against States which do not have fully operational programs is found in holding back IV-D funds. But only when States are not making a good faith effort to implement the program will such action be taken.

Unless States submit an approvable IV-D plan, States will get no child support funding. But when such plans are submitted, we will give States funding even though the IV-D program is not fully operational. After January 1, 1977, however, if programs are not fully effective, the Department is required to levy a 5 percent penalty on AFDC.

We sincerely hope such punitive action will not be necessary. We are working closely with the States and providing technical assistance to them. This is not an adversary relationship but a partnership. Our only concern is to implement an effective program of child support enforcement.

I don't want to leave the impression that the new law merely creates problems. It has a number of important redeeming virtues. Child support enforcement represents a rare opportunity for States. Studies have demonstrated that the program is unquestionably cost effective. Analysis of national experience under the 1967 law shows that collection costs are only about 25 cents per dollar returned, and some States do even better.

SRS
NEWSLETTER
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OFFICE OF PUBLIC AFFAIRS
Social and Rehabilitation Service
U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D.C.

ERNEST L. MATTHEWS, *Editor*

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Regional Roundup

Commissioner Neil P. Fallon (seated) accepts a report of the team's participation in processing Vietnamese and Cambodian refugees at Fort Chaffe. (l-r, rear): John M. Perez, Stanley G. Gardner, Elizabeth G. Willetts, Marla Kahn, Sydney F. Henkel and Vincent DeNovellis. Joseph S. Ballota is left front.

Region I:

The dramatic events of Saigon and the collapse of South Vietnam suddenly involved the lives of seven Boston office employees during May and June.

They recently received special attention as part of the HEW team assembled to help process thousands of Vietnamese and Cambodian refugees and American repatriates. Ten Regional Offices have been involved with the processing centers at Fort Chaffee, Camp Pendleton, Eglin Air Force Base and Indiantown Gap Military Reservation.

Marla Kahn was on the team that served Fort Chaffe, along with Elizabeth G. Willetts, John M. Perez, Joseph S. Ballota, Vincent DeNovellis, Stanley G. Gardner and Sydney F. Henkel, senior member of the group.

"It was a most satisfying experience," said Miss Kahn. "At first we worked 12 hours a day. We interviewed the refugees. It was our responsibility for placing them with sponsors.

"We had to determine if they had any contacts in this country, what work experience they had. About half the refugees spoke English. Interpreters helped us with the others.

"They were really appreciative," continued Miss Kahn. "Many were apprehensive about their new lives, but almost all of them were happy to be here."

"Our team worked hard and thought it all to be worthwhile and exciting—working with refugees and being able to help them," said Deputy Regional Commissioner Joseph P. Mirabella.

The team's joint statement: "It was also exciting to be a part of history being made."

Having helped to recruit and train local persons to run the operation at Fort Chaffee along with SRS staff from other Regional Offices, the team returned to the Boston office.

Mr. DeNovellis received new orders: report to the Indiantown Gap Center to help with the processing of a refugee population which rose from zero to over 8,000 in less than two weeks.

Region X:

"The Tran Van Dien family from Vietnam. We welcome you . . . welcome to Seattle."

Thus was greeted the 12-member family by Regional Office volunteers who just recently obtained housing in Bellevue for the Dien family. The volunteers cleaned, painted, gathered clothing, furniture, food and planted a garden for the Dien family.

After six weeks living at Camp Pendleton the family was moved to temporary quarters at Camp Murray near Tacoma. Volunteers are continuing to aid the family in adjusting to their new home and to the Greater Seattle community and all its resources.

The Regional Office had been involved in the processing of 25,000 repatriates and refugees.

Region VI:

SRS continues to operate an office to process Vietnamese and Cambodian refugees at Fort Chaffee, but with 98 locally-hired staffers.

Only one SRS Regional person, Ralph Rogers, is on duty.

Local employees have been recruited and trained by SRS personnel. As soon as the base processing system was finalized and operational and the local staff trained, all SRS Regional personnel were returned to their duty stations in Dallas, Kansas City, Chicago and Boston. There have been 62 SRS Regional Staffers on duty. More than 24,000 refugees have been processed at the center; 3,000 have been resettled.

The sun is a very fine fellow in small doses. Too much could lead to skin cancer, says the American Cancer Society. Take precaution while in the sun; use lotions, wide hats and umbrellas. See your physician promptly when a sore does not heal.

SRS Executive S

Director Nancy C. Garrett (r) and Edith Farris.

"Words . . . words . . . words . . ."

Unquestionably words form the primary product of the streamlined Office of the Executive Secretariat.

Daily, letters come in and letters go out to the public at large, to members of Congress and to the White House–more than 40,000 annually.

Nancy C. Garrett, Director of Executive Secretariat, had this to say about the operation: "For the Administrator and the Secretary we strive to provide efficient handling and a high quality response to correspondence. Of equal importance, we must assure that there are rapid, appropriately coordinated responses to policy inquiries."

During the past year and a half, under Miss Garrett's leadership, the Executive Secretariat has reduced the backlog of controlled mail from approximately 1000 letters to less than 300 this year–accomplished during a period of high volume of mail. More than 10,000 letters were generated by Title XX and Title IV-D proposed regulations.

Recently, Miss Garrett, an Arlington, Virginia, native who entered Federal Service in 1961 as a GS-3 Clerk-typist, was recommended as the SRS nominee for the Federal Women's Award. The citation praises her work in implementing a microform document storage and retrieval system which further streamlines the Secretariat operation.

She now directs a staff of 50 employees who form the Immediate Office, the Correspondence Management Branch and the Congressional and Public Inquiries Branch.

Fred Marvil, Jr. (l) and Robert Benjamin.

Fred Marvil, Jr., Special Projects Officer, directs–as one of many varied assignments–the development and production of management reports for the Administrator showing progress of major policy papers. Moreover, he is in the process of revising and updating the SRS Directory of Policy Issuances, which involves relating each policy paper to its parent regulation. He is actively involved in the preparation of a subject Index of all SRS policy issuances.

A former Navy carrier pilot ("wheels down and hook's dragging"), Mr. Marvil assists the Director and Chief of the Correspondence Management Branch in the resolution of many problems associated with general computer problems. As the SRS Principle Environmental Officer, he is responsible for the progress of environmental impact statements as required by the Secretary's Office of Environmental Affairs. A native of Cambridge, Md., and graduate of Purdue University, Mr. Marvil has served over 30 years in the Naval Air Reserve. He flew carrier fighter planes from 1941 through World War II and the Korean War. He later served in the Naval Air Intelligence. Before joining SRS in 1970, he worked with the Naval Air Systems Command. He is married to the former Florence M. Crawford. They reside in Montgomery County with their four children: Charles, Emilie, Carol and Mary.

Max Wenk (l) and Director Garrett.

Max Wenk, Policy Control Specialist, controls the operation of a uniform system for the dissemination of approved policy interpretations and public inquiries covering all SRS programs.

Mr. Wenk evaluates the content of incoming requests for policy interpretation from the Regional Offices to determine the program bureau or staff office which is responsible for preparing the policy replies. He also monitors the movement and processing of the inquiries among the involved offices, providing feedback to SRS management on the effectiveness and efficiency of the public inquiry system.

A native of Austria and graduate of Fordham University, Mr. Wenk has more than 25 years experience in the social welfare field. He worked as counselor and investigator for the U.S. Displaced Persons and Refugee Commission in Austria. For 12 years he served as social worker and supervisor for Catholic Charities, Family and Child Welfare Services in New York.

He entered Federal Service in 1966 to work for the Office of Manpower

Secretariat

Development and Training before joining the Executive Secretariat in 1973.

Mr. Wenk is married. His son works for the Department of Justice.

Roslyn Lindsay (seated), Diane Suggs, Mattie Baity, Charmaine Wesley.

Luisa V. Iglesias is Branch Chief of the Policy Coordination Office.

This office is the control point for all regulations and policy-related issuances, such as Program Regulation Guides, Program Instructions and preprinted State plans and plan amendments.

The PCO staff includes Charmaine Wesley, Roslyn Lindsay and Diane Suggs. The staff work closely with program and staff units to provide guidance through conferences, meetings and written procedures. They prepare supplementary documents that accompany regulations submitted for action by the Administrator and the Secretary. The staff also maintain liaison with the Office of the Federal Register, the Department Regulations Coordinator and the Advisory Commission on Intergovernmental Relations.

She joined the Policy Coordination Office shortly after it was established in 1968.

Branch Chief Nora Kelly (with folder) and Writers Nancy Nash (l), Doris White, Larry Rima.

Nora Kelly, Chief of the Congressional and Public Inquiries Branch, said:

"My staff and I have worked hard to reach our present level of quality."

Mrs. Kelly supervises 10 writers who prepare replies to almost all inquiries addressed to the Administrator from members of Congress and the public.

The nature of the incoming correspondence varies widely. The largest proportion of the correspondence prepared by the Branch is prepared for the Secretary's signature.

The writers staff include Mary Talley, Jeanne Fugitt, William Gray, Sallie Whiting, Nancy Nash, Mary L. Pyke, Katherine Beaumont, Dale Jones, Doris White and Larry Rima. Administrative support staff: Michele Harris, Rosa Conrad, Gail Fenwick, Gail Langley, Louise Lee and Alice Spillman.

Branch Chief Kelly has been with SRS for two years after long experience in manpower development and policy planning.

"Many of the letters we receive," said Mrs. Kelly, "relate problems of many of our poorest and most needy citizens who are not able to cope with a sometimes mysterious bureaucracy. Frequently, we find that there has been a simple misunderstanding or lack of communication at the local office level."

Branch Chief T. J. Dowd.

The orderly flow of correspondence and other documents throughout SRS is the mission of the Correspondence Management Branch.

Theodore J. Dowd, CMB Chief, also coordinates the Administrator's Control Section and the Word Processing Section to carry out the Branch's total responsibility. He maintains liaison with other Agencies within the Department to assure that guidelines, procedures and policies concerning correspondence and its control remain compatible with requirements.

Mr. Dowd came to SRS from the Army Chaplain Corps where he served with distinction as a combat paratrooper-chaplain. Various assignments took him to France, Germany and Vietnam where he was awarded eight personal decorations.

For the Words Processing Section the day begins and the day ends with the accurate, rapid clatter of typewriters.

"Words, words, words," said Joanne H. Wheeler, Section Supervisor.

The Administrator's Control Section, supervised by Bernice Gibbs, oversees the mail room operation.

The Section staff include Robert Benjamin, Johnnie Christian, Quincy Dortch, Charlotte Jackson, James Johnson, Gloria Pratt, Bertha Small, Linda Malarkey and Ava Scott.

Personnel Matters

Roderick Locklear, Office of Field Operations, and Daniel Lewis, Office of Program Research and Evaluation, have been selected for the Woodrow Wilson Fellowship. They will spend one year at Princeton University.

The Woodrow Wilson School is staffed and organized to enable mid-career officials to develop increased knowledge in particular disciplines, to relate their field of specialization to the broader concerns of government and to sharpen their capacity for objective analysis of government problems.

On March 27 we announced that we were accepting nominations for the Rockefeller Public Service Award. We have recently been informed that Princeton University is presently reviewing this program and that there will be no Rockefeller Public Service Awards until the spring of 1976.

I'll bet the terms "position classification/position management" aren't unfamiliar to you.

But do you really know what they mean?

You should, because the difference in knowing and not knowing could mean $$$s. A position which does not properly reflect the duties an individual is actually performing can literally cost an employee money. It also costs the Agency.

Prior to the Classification Act of 1949 (original Classification Act dated 1923) two individuals within the Federal Government who were performing essentially the same duties and responsibilities might have very easily been paid two different salaries. In some cases no doubt they were. Thus, the impetus of the 1949 Classification Act was to assure by law that employees (and management) receive "equal pay for equal work."

Generally speaking, position classification is the process of comparing jobs to standards to determine the appropriate pay system, schedule, title, series and grade. Normally this process is a joint effort between the supervisor and the personnel office.

The supervisor has the responsibility for the mission and knows what work is to be done and is accountable for the accuracy of the duties and responsibilities written into the position description. The personnel office has the authority to evaluate, to compare the job to the CSC standards and to classify the job the supervisor has designed.

Presently, SRS supervisors and the Division of Personnel are putting forth a lot of effort in the area of position classification as classification surveys and the reorganization of offices and bureaus are currently being conducted throughout the Agency. The main idea is to review all SRS positions and their interrelationship to one another. This is position management.

Every individual concerned with a job within the Agency shares the responsibility for its correct classification. Although supervisors should best understand the work which they assign and are the main individuals to insure that the position description is sound and current, each employee should have a copy and read his position description.

Supervisors should discuss the position description with all of their employees and explain why their jobs are classified as they are. All employees should know they may appeal the classification of their jobs should they not agree with their supervisor as to the accuracy of the position description.

Remember – "The difference in knowing could mean $$$s."

–Jim Shields

Now Is The Time For Carl Allen

(Continued from page 1)

function) and if it in fact reaches its goals (the evaluation function).

State evaluations identify the program's weaknesses and also identify the "best practices" of States which could be adopted by additional States.

"Over the next two years," added Mr. Allen, a Harvard graduate with B.A. and M.B.A. degrees, "MSA plans to greatly expand its efforts to discover and transfer 'best practices' among States. Our major challenge is to give States solutions to their specific problems, not merely to document problems they already know exist."

He once did research into how to create effective change in bureaucratic organizations. "Then one spring," he recalled, "I decided that I should try working in a bureaucracy in order to fully appreciate its culture."

Planning and evaluation activities have been Mr. Allen's business since he joined HEW three and a half years ago. He held positions with the Office of Education and the Office of the Assistant Secretary for Planning and Evaluation.

MSA is where he wants to be. "It now has strong leadership in Keith Weikel and adequate resources with 64 new positions," said Mr. Allen.

"In addition, both the Congress and the Executive Branch are clamoring for us to clean up Medicaid's problems."

During the Presidential cost reduction campaign, which ends December 31, 1975, each employee whose suggestion, invention, scientific or other contribution made during the campaign results in first year measurable benefits to the Government of $5,000 or more will receive a personal letter of appreciation from the President. This recognition will be in addition to any monetary or honorary award granted by the agency concerned.

President Awards Schutzman

(Continued from page 1)

continuously monitored State QC operations. This called for "working long hours and weekends with extraordinary dedication."

Mr. Schutzman's staff include John Bowes, Sue Ossman, Carolyn Peiper, Linn Power, Carlton Stockton, Jack Knudsen, Gussie Wilbanks, Elizabeth Stone, Linda Adgerson and Elliot Naide. They are supported by 23 others in the Central Office and 297 Special Initiative personnel in the regions.

Selling the program nationwide, Mr. Schutzman maintained such a heavy travel and speaking schedule that he cannot recall how many jetliners (with smiling stewardesses) he has boarded in the last two years.

Initiated in 1964, the QC program continued to have difficulty through 1973. State QC units were understaffed, required data were not being completed, reports were not being submitted and corrective action plans were not being developed and implemented. Nineteen States did not have a fully operational QC system. Many of these were larger States which accounted for more than half of the national expenditure.

It was apparent that the QC program had a low priority in many States, until Mr. Schutzman arrived to energize operations. He almost always works in shirt sleeves.

Mobilized, trained and deployed within a two-month period were 200 Federal staffers. A highly structured program–supporting Central and Regional Offices implementation plans–was created to generate a series of handbooks and manuals which clearly spelled out the methods, procedures, schedules and tasks that were to be accomplished. Responsibility for accomplishing these tasks was spelled out for both Federal and State staffs.

"It was a real sweat!" recalled Carlton Stockton, a key Assistant.

Boarding more jetliners and seeing more stewardesses smile, tireless Mr. Schutzman stuck to the schedule: personnal communication through briefings, speeches, written material; visits to States, Regional Offices, conventions, State and local welfare administrators' meetings–while extolling the high priority and methodology for accomplishing the QC objective.

Another innovative approach was the development of a systematic approach to corrective action, which inspired the Governor of Connecticut to write to Secretary Weinberger:

"What impresses me especially is that while you explain the corrective action process in terms of exacting business management methods, you also include illustrations which strike home to the welfare practitioner.

"This is what is particularly valuable.

"If your guide is read and used across the country, we can expect to achieve lasting improvements in the administration and accuracy of financial assistance in public welfare."

During calendar year 1974 an estimated savings of $133 million of Federal, State and local funds has been achieved through error reduction. In this same year Mr. Schutzman received a Special Achievement Award of $1,000.

Now all of the States must have their AFDC rates down to 3 percent ineligibility error and 5 percent payment error by July 1, 1975. As of that date, there will be no Federal financial participation for errors in excess of those rates.

Other Federal Agencies are benefitting from the SRS experience in AFDC-QC. Mr. Schutzman and his staff have helped to develop an equivalent system for the Social Security Administration's Supplementary Security Income (SSI) program, which went into effect July 1974.

The Department of Agriculture's Food Stamp QC program is based on the AFDC-QC system.

Currently, SRS is dealing with increased costs in Medicaid through the development of a Medicaid Eligibility Quality Control system. Mr. Schutzman also carries this responsibility–a system based on the experience and knowledge gained from the AFDC-QC program. He also assists MSA in developing Medicaid fraud and abuse, and management control programs. The current surveys he is managing include EPSDT and Utilization Control.

"Operation New Life" is Mr. Schutzman's most recent new responsibility. He has been designated SRS Administrator's principal alternate on the Department coordinating unit for support of the Vietnam Refugee Program. His first task will be to propose a task force involving MSA, CSA, OFO, Finance and State grants.

HEW/SRS will provide 100 percent reimbursement to States for welfare, medical assistance and social services for refugees who need such help after they have been resettled in American communities.

The amount of cash assistance to the elibible refugees will be the same as that paid by the State to its American AFDC recipients.

Another 40,000 refugees are expected to arrive in the U.S. from islands in the Pacific. Many more are still in processing centers. "Operation New Life" will resettle 130,000 refugees.

"For Fred," predicted key Assistant Stockton, "no sweat!"

A cumulative total of 140 SRS staffers have been involved in the processing of American repatriates, Vietnamese and Cambodian refugees since May.

There are six staffers currently on site at three processing centers–four at the Indiantown Gap Military Reservation and one each at Fort Chaffee and Eglin Air Force Base. There is no remaining SRS staff at Camp Pendleton.

More than 125 locally-hired and temporary persons funded by SRS continue to work at the four centers.

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HEW-392

SRS Hires Students

New young faces are in offices and along corridors.

They include those of 28 college undergraduate and graduate students and 11 high schoolers involved in the SRS Summer Employment Program for Youth.

This is a combination of work and training designed to provide students with practical work experience and a better understanding of government operations.

Each summer employee is assigned to an office position and is responsible for the duties of that post. Summer aides (high school students) receive on and off-job training.

Summer Interns (college undergraduate and graduate students) are allowed six hours per week to participate in a series of films, lectures, seminars and visits to Congressional hearings—all designed to better acquaint them with governmental structure.

Graduate students: Linda Enama, Michael Halperin, Joyce Glucksman, Robin Michael, OM; Lewis Simpson, OPCC; Richard Eggers, Debbie Fernbach, MSA; James Hodge, Howard Gobstein, OIS; Sharon Croome, Edward Hanlon, James Warshell, Diana Li and Amelia Chesney.

Undergraduates: John Griffin, Shirley O'Neil, Gail Bashore, Mitchell Stanley, Tim Nolan, Paul Hill, OM; Carol Gritis, OA; Christopher Welna, OPCC; Danita Gareri, OPRE; Deborah Seidman, Ann Bistodeau, CSA; Jackie Cummings, MSA; Jerry Cox and Lee Ketelsen, APA.

High school students: Tawanna Reed, OM; Yarnetta Thomas, Mary Jones, Felicia Few, Bridgette Thomas, Louise Smith, OPRE; Antoinette Miller, Adrian O'Bryant, CSA; Barbara Lewis, OIS; Denise Wheeler and Francena Nesbit, OPCC.

Privacy Regulations

Regulations designed to put the Privacy Act into effect in September have been published for comment by the Civil Service Commission.

As presently drafted, the regulations contain basic policies for the establishment, maintenance and protection of personnel records systems.

To prevent access by anyone other than official users and the individual concerned, records must be kept in a secure room or a locked file cabinet.

An individual will have the right to review his or her record and to add to or amend the record to correct any inaccuracy. In case of a dispute, the matter will be resolved by a higher level official than the one making the denial.

While such a matter is under dispute, the employee's version must be furnished to any official holding or using the record.

All comments will be considered carefully before final regulations are adopted and placed into effect by the Civil Service Commission.

Systems Design Training Offered

Nominations have been accepted for 3 days of training in effective data systems development.

The in-house seminars will introduce an effective systems design process which incorporates tested ways of working together constructively.

Two three-day seminars are planned and each seminar will be limited to a class of 20 persons. Course content will be of greatest use to staff in grades 12 through 16.

Complete course information is available in the Office of Program Systems Development, Room 2416, MES. Call Bill Parker, extension 59203, for information about the course.

Mr. Parker, who attended the seminar last year, said: "This training will contribute to effective communication among managers, users and systems designers. To achieve our systems goals, managers must understand user and designer responsibilities. In order to participate effectively, all parties must understand the process, what their role is and how best to perform this role."

Social Services Go Public

JOHN C. YOUNG

For people with an active interest in public social services—either as users or advocates—July 2, 1975 is a red-letter day. It is about that time when hundreds, more likely thousands, of newspapers all over the country for 3 days running, were scheduled to announce each State's proposed plan for social services for its residents under the new title XX program.

Moreover, this important item could not be buried in a mass of legal announcements in the usual manner of official pronouncements. Instead, by Federal regulation, the message had to be delivered in a display advertisement in the general news section of the paper and to briefly describe the State's services program, the kinds of people to whom services would be offered, criteria for eligibility for services, the amount of the Federal allotment for the program year, how much of it the State planned to spend along with its own money and that of local communities, and where a detailed summary of the plan could be picked up at local public offices or obtained by calling a toll-free number.

Most important, the ad had to invite the public to comment on the plan for a period of 45 days. Some States were also planning public meetings and radio and TV spots to reach a wider audience for comment. Following the comment period, the final services plan will be published in a display ad which explains differences, if any, between the proposed and final services plan.

New look in social services

And so will be launched the "new look" in public social services, characterized by open planning by the State agency operating the title XX program, education about the plan so that an informed citizenry can interact intelligently with the State decision-making process on the program, and greater flexibility in planning and operation at the State level.

Behind this public review process, mandated in Public Law 93-647 which established title XX of the Social Security Act on January 4, 1975, is seen a continuation of the thrust to decentralize program planning out of Washington and place it in the States where leadership and people are closer together and can presumably better articulate needs and allocate their resources. The Federal Government, however, retains its role of overall leadership and standard-setter. It will provide technical assistance to the States and keep Congress apprised of the progress made under title XX in a yearly evaluation required by the law. But under title XX there is greater flexibility, more room for initiative at the grassroots, and an opportunity to vary the kinds of persons served and the services they get in different parts of the State.

In short, the new title XX creates and fosters planning from the bottom up, gives States both more freedom and responsibility, and makes each State more answerable to its citizens and less answerable to the Federal Government.

This new approach to doing business in the realm of public social services is the result of a close working partnership between the Department of Health, Education, and Welfare, Members of Congress, the National Governor's Conference, the American Public Welfare Association and special interest service groups during the development of Public Law 93-647 over an extended period of time.

The culmination of separation of services and income maintenance is reached with the advent of title XX. Title XX is a "pure" service program picking up the responsibility for services to children and families (AFDC) from title IV-A, leaving that program one of income maintenance only in the 50 States and the District of Colum-

bia. (In Puerto Rico, Guam, and the Virgin Islands, title IV-A will continue to provide both services and income.) Title XX also repeals title VI and assumes that program's responsibility for services to the aged, blind, and handicapped receiving SSI (Supplementary Security Income). (Puerto Rico, Guam, and the Virgin Islands never having had title VI, continue to help needy aged, blind, and handicapped with both services and income under titles I, X, XIV or XVI.)

Governors name agencies

To get the title XX program going, the Governor of each State must designate an "appropriate" agency to administer or supervise the administration of the title XX program in that State. The designated agencies so far are the same ones which have been providing services under title IV-A and VI.

For title XX, States have a choice of establishing a service program year which comports with the fiscal year of either the Federal or State Government. But all States must start out together on the same date, October 1, 1975, for the first program year. If they use a State fiscal year which does not coincide with the Federal fiscal year, they may have an initial program year of less than 12 months or more than 12 but less than 24 months.

While States will still be required to submit a State plan to HEW for approval it will be one virtually shorn of services content, one of the most significant ingredients of the present State plan. The new title XX State plan deals with such administrative matters as fair hearings, confidentiality, designation of the title XX agency, State financial participation, use of the merit system for agency staff, and Statewide operation.

With title XX has come a fresh approach to enforcing compliance with the State plan. States are still subject to complete withholding of Federal funds if they are found out of compliance, but HEW now also has the option of withholding 3 percent of funds otherwise payable to the State for each requirement out of compliance. The same penalties apply to failure of States to make required reports or to maintain expenditures for the program at a level described in the regulations. The 3 percent penalty is less drastic; hence, more realistic.

Comprehensive services program

Completely new and different from anything heretofore required under public social services programs is the requirement for a comprehensive annual services program plan each State must develop and share with the public. Once this program goes through the required public review process and is approved, it becomes the operational plan for the program year. Before there is Federal financial participation in the program, however, the Department of Health, Education, and Welfare must ascertain that the services program plan is prepared according to the regulations and made public as required. Other than this, HEW has no authority to approve the contents of the plan. When the State amends its services plan, it must follow a procedure similar to that pursued in the public review process for the proposed services plan.

The annual services plan is essentially the heart of the title XX program and probably will always be a rigorous and challenging job for the State to develop to the satisfaction of its citizens. It is all embracing. It sets forth the categories of persons to be served, eligibility criteria, services to be provided to each group in various parts of the State, how the State agency will coordinate its program with those under title IV-A, IV-B (Child Welfare Services), XIX (Medicaid), and XVI (SSI), and with human resources programs in the State; how it will provide services, how it will carry out the goals of title XX, projections for the numbers of persons to be served where, the needs assessment to arrive at its conclusions, and how it will evaluate and report on the program.

Why title XX is different

A close inspection of the requirements of the services plan yields numerous clues about what makes title XX different.

First, the population served by title XX is changing, broadening—that is, the concept of serving individuals by categories is beginning to blur. In order to obtain public social services now under current programs, a person has to fit into one of the categories specified by either title IV-A (Aid to Families with Dependent Children) or title VI (aged, blind, or handicapped), or have characteristics and income level so similar to these categories that the person could be classified as a

"potential recipient" of one of these public social services programs.

Title XX maintains services for AFDC and SSI recipients, but gone is the concept of "former" and "potential" recipients. In its place, the State has the option of offering services to a range of individuals whose family's monthly gross income may not exceed 115 percent of the State's median income of a family of four (adjusted to size). Fees reasonably related to income must be charged persons whose family's monthly gross income is between 80 percent of the State or national median income, and 115 percent of the State's median income. The State has the option of charging fees to persons with incomes less than 80 percent of the State's median, or to AFDC and SSI recipients.

Participation flexible

There is Federal participation in the cost of services for persons at any level the State chooses to set at or below 115 percent of the median. For further flexibility, the State may choose several levels to take into account specific conditions. For instance, it may set the level at 60 percent but raise it to 70 percent when the mentally retarded are involved or drop it to 50 percent for nonhandicapped childless couples. Since the individuals eligible for services on the basis of their incomes do not have to resemble AFDC or SSI recipients, the program can now serve childless couples, singles (not handicapped, not old), and intact families. Different levels of income may also apply to different services. There is no duration of residency or citizenship requirement for title XX services.

A third grouping of persons who may receive services under title XX are those to whom the State may provide the so-called "universal" services without regard to any eligibility factor at all. Information about services under title XX or other human services programs or referral to them may be provided to anyone seeking such help. Also, services directed at preventing or remedying neglect, abuse, or exploitation of children and adults may be available to all who need them without reference to eligibility.

Statewideness required

As in the past, the State's social services program must be Statewide. However, for planning and delivery of services, title XX permits the State to divide itself into geographic areas. This enables the State to maintain a statewide program but on its own terms. No longer will it have to provide the same services to eligible persons in all parts of the State; now it can vary services according to where eligible persons are, what they need, and the availability of resources. Every political subdivision of the State, including Indian reservations, must be a part of one or more geographic areas, and all eligible persons in each geographic area must have access to the same services. The services plan must describe the geographic areas for the program.

Again, deferring to the decisions to be reached by the State agency and the public in planning for title XX, the Federal Government has minimized required services under the program. The title XX law includes an exhaustive list of illustrative services ranging from child care services to a combination of services for alcoholics and drug addicts.

But the regulations implementing title XX deliberately omit these areas because States are free to select and define the services they will give. The regulation speaks only to including in the State's services plan at least one service directed to each of the five national goals, and three services for SSI recipients (but not necessarily the same three in every geographic area). In addition, if the title XX agency does not offer family planning to AFDC recipients, the State's AFDC funds (made to administer the AFDC income maintenance program) will be penalized. Otherwise, there is Federal matching of funds at the 75 percent rate for services (90 percent for family planning) to carry out the goals of title XX. These goals are as follows:

- To achieve or maintain economic self-support to prevent, reduce, or eliminate dependency;
- To achieve or maintain self-sufficiency, including reduction or prevention of dependency;
- To prevent or remedy neglect, abuse, or exploitation of children and adults unable to protect their own interests, or to preserve, rehabilitate, or reunite families;
- To prevent or reduce inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care; or

■ To secure referral or admission for institutional care when other forms of care are not appropriate, or provide services to individuals in institutions.

The services a State will offer under title XX must be described in great detail in the services plan it prepares for the forthcoming program year. This is particularly important, for there will be no Federal matching for a service to an individual unless the services plan in effect at the time of service delivery describes the service as being available to that individual. Therefore, each service must be identifiable and discrete, described in terms of its relationship to one or more of the above program goals and to the State's objectives. Services must also be related to each of the categories of persons to whom it will be provided in each of the geographic areas.

New limitations

There are several new twists around services under title XX. There are specific limitations on the expenditure of services funds for (1) medical and remedial care and room or board which are integral but subordinate to the delivery of a service; (2) for educational services; (3) for services to individuals living in hospitals, skilled nursing facilities, intermediate care facilities (including any such hospital or facility for mental disease or for the mentally retarded), or prisons; (4) for shelter for a child as a protective service in an emergency; (5) for cash payments as a service; and (6) for services provided by foster family homes.

There are also changes in child care standards for children under 3 and school-age children. By putting these limitations in the law, the Congress is expressing its intent that the States not refinance with title XX funds activities which are properly the responsibility of another program, *e.g.,* income maintenance, medical, educational.

The ceiling of $2.5 billion which applied to expenditures under title IV-A and VI also applies to title XX expenditures. The $2.5 billion is to be allotted to the States on the basis of population. At the present time, about seven States have been spending up to their ceilings and another 10 or so States have projected that they will use up their allotments this fiscal year.

Early in the program year, under title XX, States must certify to HEW how much of their allotments they will need for their program. Of the surplus reported, $15 million is to be allotted to Puerto Rico and $500,000 each to Guam and the Virgin Islands. There is no reallotment of funds among the 50 States and the District of Columbia.

A certain priority for services to AFDC and SSI recipients and like individuals is built in under title XX. There is a requirement that an amount equal to at least one-half of the Federal payment made under title XX in a fiscal year must be spent for such recipients and a specified list of persons with similar characteristics, including Medicaid eligibility (title XIX).

As with the current social service programs, States may accept donations of funds under certain circumstances. They may provide services by their own staffs, by referral, or by purchase. Purchase of services under title XX requires a written contract not only concerning the service to be purchased but also concerning who will determine the eligibility of the persons for the service, and training, if any, of provider staff. An essential key in a goal-oriented program like title XX is the individual client record kept on everyone receiving services. From this springs case management and an accurate source for the reports required by HEW.

Because of the press of time on the States this first year to meet all the planning schedules imposed by the legislation (publish the proposed services plan 90 days before the program starts, 45-day comment period, publish the final services plan), first program year services programs under title XX may not look too different from current ones. However, as the States and the public engage in communication with each other and become more versed in their joint planning, all eyes will be on them to see what they make of their opportunities under title XX. The Department has contributed to the educational process by issuing a citizen's guidebook on title XX.

The States have long wanted greater freedom, flexibility, and responsibility. Title XX offers them the most challenging opportunity they have ever had to achieve those ends. If they meet this challenge successfully, a significant new way of going about the people's business will be born.

Mr. Young is Commissioner, Community Services Administration, SRS.

The Glue That Holds

CELIA GETTLE and SANDRA MATTHEWS

Urban society of the 1970's finds itself very much alone.

Neighborhoods which cemented cities have dissolved. Families which offered shelter and protection are fragmented. The individual is left isolated. He must now turn outward for needs which used to be the concern of his family and friends on the block.

"Social services are essential to a modern civilized community," says T. M. "Jim" Parham, Special Assistant to Georgia's Governor George Busbee and Acting Commissioner of the Georgia Department of Human Resources. "In the middle of crowded cities we often find ourselves figuratively 'alone'—without friends, relatives, or confidantes. People must have a place to turn when they find themselves under great emotional or physical stress. Social services such as family planning, homemaker services, day care for our children, youth services, health services help us cope with the complexities of society today."

Title XX of the Social Security Act, which became law in January of this year, gives State governments a chance to improve and expand social services provided for by title IV-A and title VI of the Social Security Act. Under title XX's flexibility Georgia will expand its community services to use the maximum share of Federal funds. Governor Busbee has designated the Department of Human Resources (DHR) as the planning agency for title XX.

"Title XX means more than just expanded services in this State," says Parham. "It means that citizens have a direct voice in their government. And from what we've seen from citizen input on title XX, they are using that voice.

"Of course, consumer interest in government and the services it offers is not new. For the past several years concerned citizens around the country have been insisting on better services from agencies that often were not responsive to total client needs. It began in Georgia with title IV-A and VI social services. Interest in social services programs grew. Large constituency groups advocating mental retardation services, programs for the elderly, day care programs and others insisted on being heard.

"What was needed was client-patient advocacy," says Parham. "For instance, a client who comes in for family planning usually needs help from other agencies too. Family planning might be what a woman asks for because her family is getting too large. Yet surface investigation might show a need for financial aid for dependent children, a child with drug problems, a retarded child, emotional problems, other medical problems, nutrition problems, getting and keeping a job, better housing; the list is long.

"Citizens felt that there ought to be someone to whom people could turn when, for one reason or another, a system could not be responsive for more than one problem. There should be someone to pick up those people who fall through the cracks—someone who could be a link between service systems. Title XX will go beyond even title IV-A by giving social services workers the chance to be that link."

T. M. "JIM" PARHAM

"Social services are essential in a modern civilized society."

Looking back, Hershel Saucier, director of the Division of Community

Services, believes that this concern was the beginning of citizen impact on national policy.

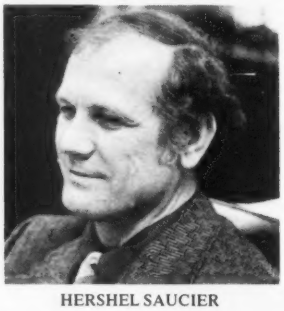
"When it appeared that Congress was moving toward a prohibitive ceiling on social services, there was a groundswell of public opinion in this country," says Saucier. "A partnership of private and public agencies and citizens began to form in many States. In one small rural Georgia community all the children attending a day care center—and their parents—wrote letters to their Congressmen. Approximately 200,000 people nationwide wrote their Congressmen letters of protest. As a result the $2.5 billion ceiling was not as restrictive as it could have been. And government leaders on the Hill saw the need to begin writing new legislation."

In writing that legislation Congress called on State social services administrators for input. And Saucier became the spokeman for Georgia and the National Council of Welfare Administrators.

At the same time, the National Governors' Conference also began voicing its concern on social services legislation. Jimmy Carter, who was Governor at the time, instructed the Intergovernmental Relations Division of the Georgia Office of Planning and Budget to begin tracking and analyzing possible new legislation. This assignment continued when Governor Busbee took office and once title XX became law, Barry Reid, coordinator of human development policy planning in the Office of Planning and Budget, was assigned to title XX.

"The Governor has always been concerned that both the letter and spirit of the law be met," says Reid. "My job is to report to the Governor on what the legislation will do in its relationship to the Governor's policy on social welfare and on the program's total impact on Georgia's planning and delivery of services by all the State's major service delivery agencies. I'm analyzing the law, studying the regulations, and reporting to the Governor on my findings.

"I have the responsibility to see that Georgia's planning and reporting processes meet the requirements of the law and that necessary fiscal adjustments are made. We'll be looking closely at a possible bonus from the reporting process: We'll have additional program effectiveness data. We'll have data on how many people were restored to self-sufficiency or relieved of intolerable conditions as well as program use data."



HERSHEL SAUCIER

"...a partnership of private and public agencies and citizens..."

Reid's involvement with DHR and the planning process started the minute the bill was signed. At a January meeting called by Acting Commissioner Parham, DHR's Community Services Division was given the primary responsibility for Georgia's State plan. Three DHR Divisions—Planning and Development, Services Delivery, and State and Local Affairs—were called on to help in this planning process. The Georgia Office of Planning and Budget accepted specific tasks. Public and private agencies and the Area Planning and Development Commissions were called on for input.

Don Kelley, director of the DHR Division of Planning and Development, believes that title XX in Georgia can be used as a model for comprehensive planning in other human service program areas because citizen participation is vital to a comprehensive approach.

"We all have a stake in title XX," says Kelley. "We are going to plan carefully and we are going to be thorough in pooling our resources. When we saw that the State plan had to be published 45 days before it was submitted for the Governor's signature, we got together and decided to get public participation before the plan was written—in other words, get input from citizens on the first go-round. Even though our planning was

hurried, we strongly believe it was justified in this case.

"My office did two things: We gave technical assistance to the Community Services Division in drafting the plan, and we provided assistance to the Service Delivery Division in summarizing citizen input and developing a mechanism for documenting citizen input. For the second year title XX plan we want to improve the means by which we determine needs and involve citizens in planning. Right now we are developing needs assessment and citizen involvement methods which will be ready for use next year. We've learned a lot this year which will make next year better. But you have to start somewhere and this first year with title XX has been valuable. Given the data that we've collected, this initial plan will be as good a plan as we can produce.

"Citizen participation has been a very encouraging experience for me. The State plan gives both a requirement and an opportunity which will benefit the Department of Human Resources and the people of Georgia. Citizens are becoming more and more aware of services, and there is a demand for better services. Inviting citizen input gives government a chance to hear the public's ideas for services and to see how well they coincide with an agency's services list. To go through public meetings is troublesome; it's frustrating—but it's right."

One problem facing DHR was how to let citizens know about meetings in a time frame that was now down to 3 weeks. That responsibility was given to the DHR Office of State and Local Affairs under George Clackum. "We had to solicit citizen participation from major statewide groups such as county commissioners, municipal associations, the League of Women Voters, United Way, and other public and private groups and associations, as well as citizens," says Clackum.

The public relations and information unit prepared a public awareness program for title XX's first year. The first phase, from January to April, included a statewide media campaign for radio, television and newspapers, a local information press kit for each geographic area for public notice of county hearings, and general information packets. The second phase will cover the promotion of the published plan and public hearings in July. Leading the second phase will be a statewide television show broadcast on 10 stations simultaneously on which Governor Busbee will announce Georgia's plan and invite citizens to call in and state their views during the hour-long show.

"Considering the fact that the DHR received from 18,000 to 20,000 responses at the public meetings, I believe we did a good job," Clackum said. "The unit presented the information plan that Georgia used to the Southeast Institute for Human Resources Development and will continue to work with other States in the institute in developing information programs."

The DHR Division of Service Delivery, under the direction of Bob Pulliam, was given the task of coordinating and compiling citizens and agency staff input which would set the services priorities for the State plan. The Department of Human Resources has 23 service areas, each with its Area Network Director (AND). The service areas were used as the designated geographic areas. Part of the AND's responsibility is to coordinate all the human services which fall into his area.

"It seemed logical to have the AND organize citizen and agency input meetings," says Pulliam, "So that's what we did."

Each AND used his already existing Area Management Team as a base to organize a Geographic Area Task Force. This group included a management team member, at least one representative from each county, representatives from minority organizations and other consumer citizens. The task force compiled essential statistics for the area, and helped conduct the public hearings which were held in each county. They also named a committee for each county within the service area. These committees were composed of members of the Geographic Task Force, a member of the Area Management Team, and consumer citizens within the county. Their duties included organizing the agency meetings in each county and the public meetings.

In the meantime the public information office sent press kits which included news releases and radio spots to each AND. Stories and spots were written so that each AND could tailor them to his area and local press. Lieutenant Governor Zell Miller did a television spot which was sent to all 17

PRIORITY RANKING CODES*	
A – Most Needed	C – Least Needed
B – Needed	D – Not Needed

Georgia Department of Human Resources

TITLE XX SOCIAL SERVICES SURVEY

CITIZENS INPUT

GEOGRAPHIC SERVICE AREA _____

NAME _____ REPRESENTING _____

SERVICES (1)	ESTIMATED NUMBER IN NEED (2)	PRIORITY RANKING (Use A, B, C, D)* (3)
ADOPTION SERVICES		
CHORE SERVICES		
DAY CARE FOR ADULTS		
CHILD CARE SERVICES		
EDUCATIONAL AND TRAINING		
EMPLOYMENT SERVICES		
EMPLOYMENT RELATED MEDICAL SERVICES (WIN)		
FOSTER CARE SERVICES–ADULTS		
FOSTER CARE SERVICES FOR CHILDREN & ADOLESCENTS		
FAMILY PLANNING SERVICES		
HEALTH RELATED SERVICES		
HOME-DELIVERED OR CONGREGATE MEALS		
HOMEMAKER SERVICES		
HOME MANAGEMENT SERVICES		
HOUSING IMPROVEMENT SERVICES		
INFORMATION AND REFERRAL SERVICES		
PROTECTIVE SERVICES FOR ADULTS		

SERVICES (1)	ESTIMATED NUMBER IN NEED (2)	PRIORITY RANKING (Use A, B, C, D)* (3)
PROTECTIVE SERVICES FOR CHILDREN		
RECREATIONAL SERVICES		
TRANSPORTATION		
VOCATIONAL REHABILITATION		
SERVICES TO MEET SPECIAL NEEDS		
SERVICES TO UNMARRIED PARENTS		
LEGAL SERVICES		
INTERSTATE PLACEMENT SERVICES		
HOME EVALUATION AND SUPERVISION		
OTHER:		

Georgia commercial stations and the educational television network which has 10 outlets around the State asking for citizen participation at each county meeting and furnishing a statewide toll-free referral number.

The public meetings took place during the last week in March and the first 2 weeks in April. Citizens were given a list of services with a brief description of each service. From that they filled out a form which showed estimated need of service and priority. There was also space for additional services which the citizen might want to add.

From these forms each Geographic Area Task Force compiled the priorities for the service area and submitted them to the service delivery division in Atlanta. These statistics were then compiled for use in the State plan.

"We received more than 18,000 responses," says Pulliam. "And from that number 52.1 percent of the total were citizen responses; 28.6 percent were responses from other agencies. Less than 20 percent came from DHR staff. Given a time frame of 3 weeks, I am pleased.

"We conducted more than 500 local meetings. Attendance at each meeting ranged from 2 persons to over 300. Services priorities were set by agencies and citizens. Agency and citizen priorities proved similar. For example, the top 10 citizen priorities can be found within the top 11 of the agency employee priorities.

"Now that the first round is over we realize that there's a lot of room for improvement," says Pulliam. "For instance, time constraints led to some inadequacies and biases in the data collection. Some consumers, citizens, and agency people could not adequately address themselves to the estimated need column on the forms. They felt that this was a professional activity and not for lay people.

Charles Pierce, who has worked as liaison between the Governor's office and DHR on title XX, is convinced Georgia is off to a good start with the plan. "A figure of over 18,000 responses suggests that people in this State intend to be involved," says Pierce. "And government agencies must be receptive to that. You don't develop a program and hand it to people anymore. They're demanding a say-so in how their tax dollars are spent, and that's only right.

CHARLES PIERCE

"...the people want to be heard too."

"The whole title XX process in Georgia reminds me of the beginning of the poverty program. We faced two major questions then: How do you fulfill the requirement of including people in the planning of the program? How do you involve people who are not part of the bureaucracy? We've educated poor people so well that they're not going to be denied again. Now we're doing the same thing with all citizens.

"The fact is that more and more Governors are being charged by the Federal Government with planning in their States. That's healthy. It puts the planning process within reach of the people. Our lawmakers are becoming more and more involved with planning. And the people want to be heard too. It's better to have the Governor, the lawmakers, and John Q. Citizen together at the very outset. That's what we tried to do through our public meetings.

"Title XX will teach us to do more with what we have," says Pierce. "It mandates accountability to the people. It will require that we really integrate services, because in the world of today, you just can't plan and deliver family planning, for example, without other supportive services. It's going to force us to get the maximum usage out of the total number of dollars because we've got more people to serve than dollars.

"In our planning we've got to find new ways to do things. We can't plan

every service as a separate piece anymore. We're looking at the health services delivery act and the community development act planning, for example, as we look at title XX. If we don't take advantage of these opportunities, we've lost the ball game.

"The Governor is asking us to develop a system that's not full of red tape and that will serve the people better with the resources—staff and funds—that we have."

Pierce would like to see the definition of "social services" better understood by the public. So would Dr. W. Douglas Skelton, Director of DHR's Division of Mental Health.

"I hope that, through these public meetings and the continuing awareness and education process, we can neutralize the negative attitude of what has come to be known as 'welfare,' " he says. "So much of what agencies—such as mental health, physical health, and vocational rehabilitation—do depends on social services support. For instance, one of the goals of title XX is to prevent or reduce institutional care through community based programs. This affects our foster care homes for adults. An individual's care in a foster home costs $9 a day as compared to $50 a day for his care in an institution. Average cost per person per day in a group home is $16 as compared to $30 in an institution.

"Social services provides the link from one service to another. That link is essential to more and better service in Georgia."

Jim Parham agrees. "There is a tremendous need for the public to know about social services programs and their role in communities," he says. "If we can get rid of the stereotyped reaction to social services as being only for the poor or those on welfare, we will have accomplished a great deal.

"When you come right down to it, social services will be the glue that holds all human services together."

Celia Gettle is Director of Public Relations and Information, Georgia Department of Human Resources. Sandra Matthews is Senior Public Relations and Information Specialist.

Continued from p. 8.

A jointly developed employability plan providing for both types of services required to get the individual into employment as quickly as possible is created. Throughout an individual's stay in the WIN program, communication and cooperation between the two agencies will assure the proper mesh of these services. To make management and administration of the program effective and to provide necessary services, welfare and manpower staffs have been brought together in the same offices.

"Collocation" of offices in which the staff members of the two agencies are so completely integrated that a single supervisor may be in charge was effected in the national and regional offices late in 1973, and as a result of its success, collocation is being encouraged in State and local offices.

At the national level, the director of WIN reports to both the Department of Labor's Assistant Secretary for Manpower and the Department of Health, Education, and Welfare's Administrator, Social and Rehabilitation Service.

As required by the 1971 amendments, a National Coordination Committee (NCC) has been established to make policy decisions and to oversee the implementation of a joint management information system. Regional Coordinating Committees (RCCs) have also been set up to guide operations at the regional level involving both agencies. RCCs approve annual Statewide Operational Plans developed by the State manpower and welfare agencies acting together to integrate the activities of each WIN project and provide a benchmark against which to measure accomplishment.

Research

The WIN research program in fiscal year 1974 did not concentrate solely on projects designed to assist WIN policymakers with specific program decisions, but also concentrated on major concerns related to welfare reform. Several studies completed during the past year focused on work attitudes and work incentives for the poor. Little difference was found among the working and nonworking poor with respect to motivation to work, aspirations, attitudes, or the effect of financial incentives for employment. Instead, supportive services and improved work orientation were found to be the most important requirements for stable long term

employment of this population.

Other fiscal year 1974 studies dealt with the effect of welfare dependency of family stability. These studies included long term and intergenerational effects of welfare on labor force behavior, continued dependency, delinquency, tendency toward females as heads of households and other socioeconomic factors. Most of these findings do not support the assumption of characteristic long term and intergenerational reliance on welfare. The proportion of welfare recipients who are employed and in the labor force was considerably higher than expected.

These research findings may indicate a need for revisions in some basic assumptions about social attitudes and behavior of welfare recipients with regards to labor force aspirations.

The WIN research specifically dealing with programmatic concerns was designed to determine the potential of WIN registrants for continued employment following participation in the program. There is evidence to indicate that the level and structure of the demand for labor along with community attitudes toward welfare clients and their employment potential are of overriding importance in determining the duration of employment.

The research indicates that these particular factors are more important than any specific methods of training or provision of other manpower services. The research findings suggest the need for experimentation with labor market adjustment techniques or with job creation efforts in communities. Other research indicates the need for a wider variety of services and service approaches to accommodate a higher proportion of the WIN registrant population.

Greater exposure to jobs

WIN modification is now being designed to more rapidly expose a greater number of WIN registrants to the labor market. All applicants who are potentially eligible for AFDC and who are determined by the Income Maintenance Unit to be mandatory registrants or who wish to volunteer for registration in WIN will be immediately referred to the WIN manpower agency for registration instead of having to register for WIN at a welfare office as they are currently doing.

The AFDC applicant will be interviewed by WIN, complete work history will be taken, and referral activity will begin immediately. All AFDC registrants who are not fully employed must be available for participation in the WIN program, and will enter an activity or component devised to bring them into contact with employment. At a minimum, the individual will be assigned to a newly created job search activity for direct placement.

These proposed modifications will be administratively implemented by requiring each State to establish a job search activity for certified registrants who are not actively engaged in a WIN component or working full time. In addition, a new component called the Intensive Manpower Services component is proposed. This is a structured job seeking component intended to provide activities such as orientation, job development, exposure to labor market information, job placement, and job seeking skills development. The goal of the component is to assist individuals to quickly move into unsubsidized employment.

The responsibility for deregistration is to be transferred to the manpower administration sponsor. It is anticipated that this will enable deregistrations to be handled on a more timely basis. These modifications continue the program emphasis in the direction that was begun with the 1971 amendments, and continue to move the program toward an emphasis on immediate employment for AFDC recipients.

Research and experience has revealed that the WIN program is greatly influenced by the labor market in which it operates. Although the unemployment rate and its trends have an effect on the WIN program, other important labor market situations associated with wage rates and employer attitudes may also have a profound affect on program performance.

One example of a major problem of this nature facing the WIN program is the low wage rate found in jobs occupied by women. In addition, many employed women receive lower wages than their male counterparts in similar jobs. To help overcome this problem, special emphasis has been placed on developing jobs for women WIN registrants in areas of employment not traditionally held by women. ■

Publications and Films

The Editors of the SOCIAL AND REHABILITATION RECORD regularly receive notification of the release of new publications and films of interest to readers.

Each issue of the RECORD will carry a selected list of these publications and films with brief descriptions of their contents.

Please address all inquiries and requests to the addresses given in this listing.

Poverty: A New Perspective. George L. Wilber, Editor. The University Press of Kentucky, Lexington, Ky. 40506. $13.50. 197 pages.

According to the contributors to this publication, if government and other institutions are to meet with any success at reducing poverty, they must better understand the system of poverty. The authors feel that the "specific ways in which the separate manifestations of poverty interact must be determined and more adequate means of measurement must be developed." This book is an attempt toward that goal.

Theoretical models of the system of poverty are presented and research applications are pointed out. Each chapter presents suggestions about promising directions for new research.

The Social Welfare Forum, 1974. Official proceedings, 101st Annual Forum, National Conference on Social Welfare, Cincinnati, Ohio, May 19-23, 1974. National Conference on Social Welfare, Columbia University Press, New York and London. 233 pages. $15.00.

The Editorial Committee for the conference has compiled here a representative selection of papers presented at the conference. Hopefully, the selections will give readers a sense of the week's deliberations. The papers address the theme of the conference, "Mobilizing for a Just Society."

Among the papers selected for publication are "Contemporary Trends in Social Welfare Expenditures," "Learned Helplessness: Women in the Labor Force," "Overcoming Resistance to School Desegregation," "Mobilizing Citizens for a Common Cause," and "Achieving a Just Society."

Personnel Administration in the Health Services Industry: Theory and Practice. Norman Metzger. Halsted Press, 605 Third Ave., New York, N.Y. 10016. 307 pages. $17.95.

This handbook offers a thorough and systematic presentation of the principles and policies of personnel administration in the health care field.

Metzger, Vice President for Personnel at the Mt. Sinai Medical Center in New York City, provides here the "why" and "how" of personnel programs. He provides systems and processes to effect management in a professional manner in an effort to render the highest quality of patient care.

Deciding on Divorce: Personal and Family Considerations. John G. Cull and Richard E. Hardy. Charles C. Thomas, 301-327 E. Lawrence Ave., Springfield, Ill. 158 pages. $8.50.

Deciding on Divorce deals with helping clients decide on whether or not a marriage can be saved. The book provides information concerning the goals and dimensions of marital counseling, alternatives to divorce and their implications, and approaches to dealing with the initial isolation and loneliness at the end of marriage.

It deals also with the special problems of women after divorce, the meaning of divorce to the male, the involvement of friends in divorce decisions, and the counseling needs of the child of divorce.

Planning for Health. Henrik L. Blum, M.D. Behavioral Publications, 72 Fifth Ave., New York, N.Y. 10011. 622 pages. $24.95 (five or more students, $19.95 each).

Subtitled Development and Application of Social Change Theory, this book examines the logic, nature, and choice of different approaches to health care, including the often overlooked considerations of heredity, environment, and behavior patterns. Dr. Blum views proper health planning as the instrument of deliberate and democratically achieved health-promoting social change.

Counseling and Rehabilitating the Diabetic. John G. Cull and Richard E. Hardy, editors. Charles C Thomas, 301-327 E. Lawrence Ave., Springfield, Ill. 62703. 152 pages. $6.95.

General information concerning the effects and demands of diabetes is contained in this volume of articles. The publication presents professionals and diabetic individuals with a practical and theoretical survey of the disease—youth program counseling services, psychological and rehabilitation aspects, personal reactions to diabetes, care and diet of diabetic children, and case study materials.

Films

Like Other People. 16mm., 8mm., and video cassette. Color. 37 min. Perennial Education, Box 236, Northfield, Ill. 60093. Sale, $375. Rental, $37.50.

Like many other people, Margaret and Willie share willingly in the pains and joys of marriage; yet, because they both have cerebral palsy the failures and successes are often intensified. Although their movements are uncoordinated and their speech at times unintelligible, the couple's affection and sexuality are clearly communicated in this revealing film.

Margaret and Willie live in an English coed hostel with other adults who are similarly afflicted. The film documents their interactions with these residents, in addition to presenting their freely expressed views, emotions, and struggles. Feelings of social rejection and isolation resulting from a handicap are seen here as being lessened through basic human needs and warmth.

A Child is a Child. 7 min. Color. Aims Instructional Media Services, Inc. P.O. Box 1010, Hollywood, Calif. 90028. Sale, $115. Rental, (1-3 days), $20.

This film shows children with handicaps integrated with non-handicapped children in the preschool laboratory at California State University, Northridge. It shows that the trend toward special education for children with handicaps has gone so far that many educators tend to lose sight of the fundamental fact that a child is a child.

Little Bigots. 11 min. Color. Aims Instructional Media Services, Inc., P.O. Box 1010, Hollywood, Calif. 90028. Sale, $150. Rental (1-3 days), $20.

Tall or short, fat or thin, handicapped or otherwise—people are people. Unfortunately, not everyone knows that it's what's inside that counts. Through pantomine, music and rhyme, this film shows how children learn to forego prejudging people because of superficial differences—in other words, how to be anything but little bigots.

HOW TO

Do a Better Job of Managing the AFDC Program

The Assistance Payments Administration of HEW's Social and Rehabilitation Service is acting as a clearing house for reporting on ways in which States have moved to improve management of their Aid to Families with Dependent Children (AFDC) programs. A number of these "How They Do It" reports now have been published and are available without charge.

"How They Do It" publications include:

Managing the Intake Process in Income Maintenance—*Minnesota, Washington.*

Photo I.D.s—*New York.*

Supervisory Review of Case Actions—*New Mexico.*

Work Measurements and Workload Standards as Management Tools for Public Welfare—*Michigan.*

Child Support Payments Control—*Massachusetts and Washington Bank*

Distribution (of Assistance checks)—*Pennsylvania and Nassau County.*

State Monitoring of Local Office Performance—*Maine, Washington.*

Managing a State Income Maintenance Staff Training Program—*Florida, Texas.*

Fraud Control—*California, New York.*

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Recipient Response Forms Utilized in AFDC—*Selected States.*

Improving AFDC Operations Through Management Controls and Use of Error Profiles—*West Virginia.*

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